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DECENNIAL REVIEW AND APPRAISAL OF THE LAGOS PLAN OF ACTION AND THE FINAL ACT OF LAGOS

M91-527

PART A

I. Introduction

1. In 1980, the African Heads of State and Government adopted the Lagos Plan of Action (LPA) and the Final Act of Lagos (FAL) as Africa's basic programme for long-term development and socio-economic transformation. Since its inception, however, domestic as well as external factors have mitigated against its successful implementation. Most notable among the factors are natural disasters and adverse developments in the external markets, all of which have further compounded and intensified the inherent structural deficiencies of the African economies and brought to the fore a crisis situation of an unmanageable proportions. To reverse such a situation and in order to restore the continent to the development path encompassed in the LPA, African countries adopted, in the course of the decade of the 1980s, a number of medium-term development programmes namely, APPER and UN-PAAERD. They also adopted the African Alternative Framework to Structural Adjustment Programmes for Socio-Economic Recovery and transformation (AAF-SAP). As part of the process of revitalization of the LPA, and particularly on the occasion of the anniversary of ten years of its adoption, the three African regional institutions, ADB, ECA and OAU, jointly organized a high-level expert group meeting from December 6 to 8, 1990 in Lagos, Nigeria, to conduct a decennial review and assessment of LPA and FAL, and to examine critically the opportunities and avenues open to the African region as a whole in meeting the challenges of the 1990s. The review and assessment focused principally on three main areas: namely,

(a) The extent to which the LPA and FAL were implemented and how they have influenced socio-economic development in Africa;

(b) Whether the objectives, priorities and strategies of the LPA and the FAL are still valid and feasible in Africa in the 1990's and beyond; and

(c) How to revitalize the LPA as Africa's basic programme for long-term development and socio-economic transformation.

2. The review and assessment was particularly important in the light of the adverse economic situation facing Africa, both at the domestic as well as external fronts. Since the inception of LPA, Africa has lost more grounds relative to the other regions of the world. The 1980s was for Africa a decade of grave economic and social difficulties. Between 1980 and 1989, there was a persistent and general decline in economic activity, social welfare and living standards in Africa. Africa moved from one social and economic crisis to another, of which declining per capita incomes, severe and persistent drought, accelerating ecological degradation, pervasive low levels of technological development, failure to achieve a major break-through in economic cooperation and integration, and extremely unfavourable global economic environment were the most prominent. Within that one decade, six Africa countries tripped from the middle-income to the low-income group, and the number of African Least Developed Countries rose from 17 to 29. This is in sharp contrast to the steady progress that has taken place in other Third World regions and the uninterrupted prosperity that has been achieved in the advanced industrialized countries of the world.

3. Further, the mega trends in the world economic and geo-political map, which is being redrawn and reshaped in the form of major regional blocs and groupings, necessitated a reflective assessment of the implementation of the LPA. The changing environment of the world economy,

in particular the political changes in Eastern Europe and USSR, the advent of the 1992 single European Market and the gradual changes in the South African Apartheid system are perhaps among the most immediate compelling reasons.

4. But the disappointing overall performance of the LPA is perhaps due not so much per se to the LPA itself, as with the general inability of the African countries to translate the principles of the LPA effectively into plans, programmes and policies, and the failure to implement growth oriented development strategies and effective policy reforms for socio-economic transformation. As the 1980s progressed there was a shift of focus from long-term vision to short-term survival. This process, inter-alia, had unduly delayed and undermined the pursuit and achievement of Africa's long-term development strategies and objectives as elaborated in LPA.

II. Lagos Plan of Action: Ten Years After

5. The unanimous agreement of the Lagos review meeting was that the Lagos Plan of Action is still as valid and perhaps even more so than it was at the time of its adoption a decade ago. It was emphasized that the LPA and FAL are based on four recurring principles in Africa's development: (a) the fact that development is a long-term process, not a short-term issue; (b) that the Africans themselves will have to develop Africa and that this will come largely only through indigenous African efforts; (c) the impossibility of successful development in Africa through balkanization and isolated national efforts; and, (d) the necessity for having abiding faith in Africa and for Africans to have greater self-confidence. While there is a general agreement on the validity of LPA, some reservations were, however, expressed with respect to its operational stance, particularly, in the face of changing domestic and world events and realities.

6. But it was recognized and acknowledged, nonetheless, that not enough had been done for the satisfactory implementation of the Plan, and that much more remained to be done in order to achieve the main objectives and sectoral priorities of the LPA. To that effect, some specific approaches were suggested in the process of accelerating the implementation of the LPA. These include: serious pursuit of true self-reliance, involving realism and sound policies; good planning; willingness to take a realistic view of the questions of sovereignty; and, serious efforts at economic cooperation.

7. The key factors identified as having inhibited the full and effective implementation of the LPA were:

(a) Prevalence of instability as evidenced by internal strife in many of the African countries;

(b) Lack of effective political will, excessive preoccupation with national sovereignty with little emphasis on collective regional sovereignty as a result of the illusion of isolated national development;

(c) Excessive dependence on external financing for the implementation of the LPA;

(d) Lack of awareness and involvement of the masses at the grassroots level (e.g. trade unions, women, youth, students) in the implementation of the LPA;

(e) The pursuit of IMF and World Bank's joint structural adjustment programmes (SAPs) whose country-by-country approach negates regional cooperation as envisioned in the LPA;

(f) Lack of coordination among member States and ministries within national governments in the implementation of the Plan. This was in addition to failure to make the LPA a political document by popularizing it widely among all social groups in African countries, particularly in educational institutions and among popular organizations and the grassroots;

(g) The weakness of mechanisms for monitoring the implementation of the Plan at the national and subregional levels; and

(h) There were also certain inhibiting natural and exogenous factors which affected the implementation of LPA. Among these were drought, desertification and debt crisis, collapse of commodity prices, deteriorating terms of trade, high interest rates, declining resource flows, which ravaged much of Africa from the early 1980s.

8. The implementation constraints arose from a number of factors. The first was the fact that the LPA had to be implemented against the background of an increasingly hostile international environment. Since the adoption of the LPA, there have been several radical changes in the world political economy; namely, the primacy of the democratic and conservative ideas from which the Berg report drew its on-slaught on the African intellectual wisdom that underlay the LPA. Second, reliance on external financing for 80 per cent of the Plan not only constituted a contradiction of the Plan's basic objective of self-reliance but forced on the African countries the implementation priorities dictated through the conditionalities of foreign financial assistance, often to the neglect of the basic objectives and priorities of the LPA. Third, the recurrence of natural disasters shifted the focus from development issues to mere survival. Fourth, there was a clear shift from development planning and long-term vision and perspectives to short-term programmes. Most of the African countries focused excessively on short-term crisis management mainly for restoration of fiscal and financial balances rather than addressing real development issues that would engineer fundamental transformation and restructuring of the African economies in the long-run. Fifth, the implementation of the LPA was afflicted by weak political leadership and institutions as shown by the pervasive lack of democracy and the failure of African leaders to fulfil their commitments to the principles of LPA, particularly in so far as the initiation of national counterparts programmes borne out of LPA were concerned. Sixth, LPA has not been widely disseminated among the broad masses and institutions of learning in Africa, and did not therefore enjoy the wide support it needed as Africa's blue print for socio-economic transformation. Seventh, the failure of many African institutions, particularly OAU and ECA, to put in place the necessary follow-up and monitoring mechanisms at their headquarters as well as at the national level has contributed to the lack of full implementation of the LPA. Eighth, the sectoral priorities established in the LPA have not been given the prominence they deserved.

III. Revitalization and strengthening of LPA

9. The revitalization of the LPA is a major necessity in Africa. There must be renewed efforts at its accelerated implementation and renewed goal commitment if the continent is to move forward in the 1990s and if Africa is to ensure that the new decade is not yet another lost decade.

10. It is important also that the revitalization of LPA be seen in the light of the adverse factors that undermined development in the 1980s. It has to be recognized from the start that the LPA was established against the background of socio-economic conditions, which, though problematique, were relatively more favourable compared to those of the 1980s. Most socio-economic indicators have pointed to retrogression rather than progress in the decennium following the adoption of the

LPA. Moreover, the changes that are taking place in the world today, in particular the emergence and trends towards creation of regionalized bloc economies, would, by themselves, necessitate a new vision if Africa is to grapple effectively with the new challenges.

11. The revitalization of LPA should also be seen in the light of the planning crisis in Africa, which is mainly attributed to the notion that economic growth by itself could lead to the restructuring of the African economies. This erroneous perception has persistently diverted attention from focusing on long-term vision of development to short-term stabilization programmes. The increasing resort to orthodox structural adjustment programmes rather than the LPA resulted in complete abandonment of development planning in the region; and, hence the failure to implement the basic objectives of LPA.

12. Thus, one of the strategic agendas for the 1990s should be to resituate development planning in its proper context. This is an immediate and logical start as the LPA was itself anchored on the belief in planning as an instrument for engineering socio-economic change and transformation. This should be seen not as a complete departure from short-term adjustment, but rather the simultaneous pursuit of adjustment with structural transformation, such that the adjustment process does not undermine or unduly delay the pursuit and achievement of Africa's long-term development objectives as stipulated in the LPA. Indeed, the effective capacity to operate at both ends of the dialects of change is the major demand for sustainable development, and only in so doing will the LPA be resuscitated as a perspective plan.

13. The specific strategic options confronting Africa in perspective planning are as follows: national and collective self-reliance; food self-sufficiency; environmental sustenance; development of science and technology; arrest of de-industrialization; and, development of domestic factor inputs and productive capacity. Moreover, the growing marginalization of Africa, the emergence of regional economic blocs in North America, Europe and the Pacific Rim, and the increasingly inhospitable international economic environment, all make it mandatory that Africa should henceforth make national and collective self-reliance an imperative and central pivot of its strategy of socio-economic transformation. There is hardly any African country that can go it alone on the basis of its own national resources; so all the illusions of isolated national development that saw regional integration a voluntarist issue must be jettisoned. Africa requires urgent collective action to deal with the external debt crisis and the question of adjustment with transformation in order to terminate its excessive external dependence, arrest severe desertification, and, above all, to internalize the engine of development and integrate its severely fragmented markets and production systems. All these will have to be linked to an African security plan that embraces economic, political and social programmes.

14. Perhaps, the most important aspect is the need to translate the regional perspective plan into national and subregional perspective plans. This has the merit of harmonizing national and subregional short- and medium-term plans into the long-term vision of LPA. Equally important in this regard is the need for harmonization and integration of the various sectoral plans into national programmes with well-defined themes of development. These two aspects should constitute the basis for revitalization of LPA.

15. Above all, it is of crucial importance to uphold the LPA as a political document in order to make it a popular democratic blue-print. Hence, its revitalization must start with its accessibility to all social forces and groups that are required to implement it. These democratic requirements for revitalizing the LPA dictated the adoption of the African Charter for Popular participation in

Development which called for human-centred development, full implementation of democratic rights, equal opportunities and social justice.

16. Thus, one of the solutions to the problem of implementing the LPA is to ensure effective mass participation at national, subregional and regional levels. To deal with this issue, there is need therefore to popularize the LPA through its inclusion in the curricula of African institutions of learning (in particular secondary schools and universities). Moreover, there is need for a cultural adjustment for Africa based on popular participation in a well-defined social contract. The African intellectuals should embrace the Pan-African spirit in a new social ethic with a view to creating an African morality based on endogenity, democracy, etc.

17. The collective response for dealing with the question of incongruity in perceptions and perspectives between Africa and the donor community and multilateral institutions should be reinforced. There is need for getting international organizations such as IMF, World Bank, etc. to change their policy towards Africa, and for a more rationalized role for Africa's foreign development partners. Henceforth, Africa's external economic relations must be predicated on Africa's basic interests and on consistency with the objectives of LPA.

Conclusion

18. The LPA is and remains the blue-print for Africa's future development. As such, the achievement of the basic objectives, priorities and collective strategies of the LPA are critical to the rapid recovery and transformation of African economies. Nevertheless, the consensus was that not enough had been done for the satisfactory implementation of the Plan, and that much more remained to be done in order to achieve the main objectives and sectoral priorities of the Plan. While a number of key factors have been identified as inhibiting the full and effective implementation of the Plan, there are certain areas which nonetheless call for revision and modification in the Plan, in particular the need to accommodate changes in both the African and the international economic environment as well as to draw on the lessons of experience.

19. As regards FAL, while noting the limited progress achieved so far in the field of economic cooperation and integration, a recognized major step towards the promotion of economic integration of Africa is the preparation of the draft Treaty of the African Economic Community. The signing of the treaty of the community by the Heads of State and Government of the Organization of African Unity in Abuja, Nigeria, in June 1991, would, by itself, constitute an important step towards the revitalization of the FAL.

20. The specific recommendations for revitalizing and strengthening the LPA are contained in the report of the meeting of the High-Level Group of Experts in Lagos, which is attached to this note as annex. In that report certain areas and policy prescriptions in the LPA have been singled out for improvement while the inclusion of certain new elements is proposed in order to take account of the new and emerging challenges that will confront Africa's economic development in the 1990s and beyond. Also, in Part B of this document, a definitive evaluation and assessment of the implementation of LPA and UN-PAAERD has been undertaken in so far as the priority sector of agriculture is concerned. What is required now is urgent action. And, in this regard, the present meeting is being called upon to take due note of the recommendations of the Expert-Group meeting (see Annex to this document) and to reaffirm its faith and renewed commitment to the full and effective implementation of the LPA in the 1990s through more vigorous efforts at all levels of the African society.

PART B

21. The extraordinary session of the African Heads of State and Government adopted the Lagos Plan of Action (LPA) and the Final Act of Lagos in April 1980 against the background of two decades of severe and deepening social and economic crisis in Africa, including a widening food production/food demand gap and growing food import and food aid dependency. The prevailing food shortage meant that the average African had, during the adoption of LPA, 10 per cent less food than he had had a decade before, and the situation was worsening. Fundamental proposals and measures in LPA were therefore aimed at the transformation of the structures of African social and economic systems and lay the foundations for genuine internal self-sufficiency and self-sustained development. The current food crisis was simply a consequence of the inability of African countries to achieve a structural transformation of their economies since independence. The Plan, therefore, set a number of targets for the food and agriculture sector. Among these was a growth rate of 4 per cent per annum in order to bring about food self-reliance in the region. Other recommended actions were the reduction of food losses, food reserve strategies, research, extension and other agricultural services, coherent policies, and of the total investment of about $US 22,000 million during the medium-term period 1980-1985, 50 per cent had to come from domestic sources.

22. The overall food and agricultural situation, however, worsened further during the LPA period. Although there was a bit of recovery in 1984 and again 1985, total food and agricultural production went up by only 2 per cent during 1980-1985 compared to the population growth of over 3 per cent. This dropped again to 1.8 per cent during 1985-1989 and further down to 1.5 per cent in more recent years (1988-1989). On a per caput basis, all the subregions registered negative growth rates throughout the 1980s. The gap in per caput staple food (cereals, pulses, roots and tubers) production between African and the average of other developing countries widened from only 13 kg in 1961-1965 to 93 kg in 1986-1989. In per capita terms, agriculture declined by -1.51 per cent and food by -1.42 per cent between 1989 and 1990.

23. There were also no achievements in the other targets such as those for food losses, food reserves and investment. These declines had a serious impact on the GDP. Real GDP per person declined by nearly 20 per cent (26 per cent for Africa South of the Sahara) since the start of the decade. Africa's situation was now worse than ever before and this was exacerbated by severe natural calamities all of which combined with existing incoherent national policies and programmes causing abnormal food shortages in not less than 21 countries during the mid-1980s. At the height of the crisis Africa had about 35 countries on the FAO list of seriously affected countries.

24. The Heads of State and Government of the OAU, meeting in Addis Ababa from 18 to 20 July 1985 for the twenty-first Ordinary session of their Assembly, critically reviewed the crisis that had now engulfed the whole continent. They reiterated their full commitment to the principles and objectives of LPA which they considered were "more valid today than ever before...". They focused their discussions on a priority programme on which they had to concentrate during the next five years. These commitments are reflected in Africa's Priority Programme for Economic Recovery 1986-1990 (APPER) which they adopted in July 1985. The Programme would, in the next five years, pave the way for national and collective self-reliant and self-sustained growth and development in the continent. The Programme consists, among other things, of the measures for accelerated implementation of LPA; special action for the improvement of the food situation and the rehabilitation of agricultural development in Africa; measures for alleviating Africa's external

debt burden; a common platform for action at the regional and global levels; and the development of the other sectors in support of the priority sector: food and agriculture.

25. In response to the African crisis, the United Nations General Assembly decided to convene its thirteenth Special Session from 27 May to 1 June 1986 in order to comprehensively deliberate on Africa's critical economic and social situation. The Session was to consider the rehabilitation of Africa's shattered economies and come up with a comprehensive diagnosis of medium- and long-term development problems and to propose action-oriented measures. In its resolution No. (A/RES/s-13/2) on the basis of which the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAAERD) was adopted, the United Nations General Assembly urged all member governments to take effective action for the rapid and full implementation of the Programme. The United Nations Programme agrees with the main proposals contained in APPER for the food and agriculture sector, including the suggested immediate and medium measures to be taken by the African Governments and the international community, the estimated investment requirements as well as issues relating to the parallel development of the other sectors which support agriculture.

26. For the full implementation of APPER/UN-PAAERD, total financial resources were estimated to be $US 128.1 billion of which the African countries committed themselves to finance $US 82.5 billion (or 64.4 per cent). The agriculture sector including forestry was estimated to cost $US 57.4 billion of which ($US 40.3 billion was to come from domestic sources). The United Nations General Assembly requested organizations in the United Nations system to actively support and participate in the programme's execution and highlighted the need for reviewing and approving its implementation periodically.

27. The primary responsibility to implement the stated objectives, and therefore resolve the African crisis is, however, squarely that of the African countries themselves with only complementary effort from the international community.

28. This report reviews the progress made in implementing the measures recommended in these programmes with respect to the food and agriculture sector. The report responds to the requirement of the ECA Programme of Work and Budget for the Biennium 1990-1991 that calls for the review and appraisal of the LPA and UN-PAAERD implementation. The period covered is 1980-1990. The paper lays more emphasis on the activities undertaken at the national and subregional levels since the success of this programme depends ultimately and largely on the priorities and strategies implemented by the African member countries themselves.

Implementation of the LPA and UN-PAAERD

29. The period under review was marked by a wide variety of policy, strategy and institutional reforms. Many countries tried to reverse the past bias against agriculture, emphasizing policies that give incentive to farmers and generally reformulating the development strategies which were initiated during the 1960s.

30. Many African countries are making an effort to increase public investment in the sector; and a few have achieved the 20-25 per cent target recommended in APPER. Trends in external resources flows to Africa and the conditionalities attached to them are disappointing. There has been a steady decline in resource flows in constant terms especially during 1986-1988. The international community has progressively become a net recipient of resources from Africa. For

example, it is estimated that the net financial transfers from the already debt-distressed African countries to multilateral financial institutions, were about $US 1.5 billion in 1989 alone.

31. Apart from institutional infrastructure development, human and natural resources development, and the development of technology, we learn from the ECA survey of 1988 that it was apparent that many countries had adopted more coherent food strategies, major policy reforms and stabilization and structural adjustment measures, mostly supported by the IMF and World Bank. These IMF/World Bank-sponsored programmes are, however, typically of short-term nature and have been characterized by serious negative consequences throughout Africa. World Bank/IMF now dominate the economic strategy of Africa with more than half the continent implementing economic adjustment policies formulated in Washington. Nearly 50 per cent of its work in Africa is on structural adjustment programmes. Their implications on Africa's long-term growth and development are now being debated widely.

32. This review has shown, however, that the efforts being applied have not risen to the challenge. They have not at all been adequate. With respect to food self-sufficiency, Africa has been losing ground during the 1980s in both absolute terms and relative to any other part of the world. The 1980s were years of severe economic hardship and many disappointments. A good deal more, therefore, remains to be done if we are to realize the objectives and sectoral priorities of the Plan during the 1990s and beyond.

33. With regard to Africa's total agricultural trade (agriculture, fishery and forests), the performance was also disappointing. Total agricultural exports declined sharply in 1982 and 1983 and stagnated during 1984-1987 although they increased in value terms in 1986. But between 1986 and 1987 there was a reduction of export earnings of about 8 per cent compared to an increase of more than 17 per cent for the world's exports. As far as Africa's agricultural imports are concerned these were fairly high during 1981-1982, but stagnated at around $US 17,200 million during 1983-1985, and then they were sharply curtailed during the next two years contracting to about $US 15,530 million in 1987. There was a long period (1982-1987) of import contraction imposed by balance-of-payments and debt problems. Africa's income terms of trade is estimated to have declined by 31 per cent during the period 1980-1987 and deteriorated further thereafter.

34. The implementation of LPA/UN-PAAERD at the international level is dominated by the United Nations system, the Office of the United Nations Secretary-General being the main co-ordinating centre for assistance and support of the United Nations System to African countries, including the monitoring the process of its implementation. The various organizations and agencies such as ECA, FAO, UNDP, UNESCO, UNICEF, World Bank, among others, have all had a major role to play in their areas of specialization and competence. Many of their programmes have been devised to take into account the requirements of their sectoral priorities contained in LPA and UN-PAAERD.

Constraints on full implementation of LPA/UN-PAAERD

35. The causes of the disastrous results in food production in Africa during most of the 1980s are complex but are generally well known. Apart from such constraints as climate and geographical factors and other natural phenomena, there have been wars and political instabilities as well as the international economic setting, including the debt burden hanging over most of the African countries coupled with a prolonged fall in commodity prices, in addition to the non-accessibility to the markets of industrial countries.

36. More fundamentally, however, the critical factors which have constrained progress in the development of agriculture have been domestic policy constraints, inadequate and inefficient development and utilization of resources (human, natural, financial, physical, institutional) and technological deficiencies. There have also been weaknesses of planning and management capacities as well as a general absence of specific APPER-related targets and institutions, including the lack of appropriate administrative infrastructure for systematic monitoring of APPER/UN-PAAERD implementation.

37. We must also mention the lack of concerted inter-country cooperation and real spirit for self-reliance. Instead, one witnesses excessive dependence on external assistance not only to finance our development programmes, but also to determine our priorities (external dependence on skills, imports, markets, external investors, decision makers, etc). The different international donors tend to give preference to project that reflect their perception of African priorities rather than those identified by African governments as most appropriate to contribute to the achievement of the development goals that they have set for themselves. Indeed, although they all may give priority to food and agriculture, no attempt has yet been made to harmonize the different donor policies and even less to associate the principal benefactor to define their priorities something which has frequently led to non-cooperation and the non-implementation of recommendations.

38. Since in many aspects, the international community has a wrong perception of the African problems, their proposals have failed to address the real issues facing African economies. Because the proposed policies were designed on the basis of wrong and prejudged assumptions, it is not surprising that their implementation has not brought about any improvement. The refusal by the international community to accept Africa's economic priorities and development objectives and provide assistance on that basis, has led to the misallocation of the scarce resources being made available.

39. These factors and the external sitoation have all contributed to the disappointing performance of the sector although their impact has not been uniform, geographically, nationally or subsectorally.

The LPA and the 1990s

40. Giving account of the state of implementation of LPA and FAL by the African member States and the international community, APPER concluded that five years after their adoption, "very little progress has been achieved in the implementation of the Plan and FAL, although the basic strategy of self-reliant and self-sustained development remains valid". The main issues raised in LPA are still very valid and perhaps even more so in today's world. The achievement of the basic objectives, priorities and collective strategies of LPA and UN-PAAERD are critical to long-term recovery and transformation of African economies in line with AAF-SAP. The objectives and targets of LPA, including the growth targets, are within Africa's potential to attain. These targets are all feasible provided resources, institutions and infrastructures are effectively mobilized, especially for the smallholder-dominated rural sector.

41. For the 1990s and beyond, therefore, the review recommends that the 1990s must be an era of sustained and sustainable self-reliant growth, social and economic development and transformation and not another decade of structural adjustment. Specifically:

(a) The challenge will be to develop a future-oriented agricultural policy environment that breaks with the past and is suitable to smallholder, labour-intensive farming systems, in particular, we emphasize the intensification of agricultural production through the introduction and diffusion of scientific and technological innovations;

(b) The democratization of the development and planning process should be initiated and strengthened and regularly reviewed. Democratization, political freedom, popular participation and the respect for human rights are strongly associated with the stimulation of creativity, innovation and initiative necessary for economic growth and development;

(c) Improved social, physical and economic infrastructures and institutions including "participatory research" where the researchers, policy makers, etc. are willing to learn from farmers;

(d) Economic cooperation among African countries in the development and rational utilization of their natural resources is a priority need. There is also considerable scope for co-operation in the field of capacity building, especially in increasing investment in human resources and institutions. A major step should be taken to implement FAL;

(e) The recommended mechanisms for the implementation and monitoring of LPA, e.g. the Strategy Review Missions involvir_ AD ECA, WFC, etc. should be resuscitated/revived;

(f) There is much that the international community and the African countries can do together in implementing the Programme and the Plan. The developed countries can assist in increasing the human and institutional capacity needed for effective policy formation. They can also assist greatly by increasing their investment in the generation of new and suitable agricultural technology. Furthermore, the international community can play a major role in the process aimed at reversing the adverse trends of the 1980s. Firstly, by the shifting of emphasis from short-term solutions to African problems; and secondly, by changes in current trade policies which reduce incentives to African agriculture by limiting market access; and

(g) African food and agriculture will have to grow at the rate of not less than 5 per cent annually during the 1990s; more than double the past rate of growth - an enormous challenge, but a realistic and imperative objective for Africa. This production should, however, at the same time, be both environmentally sound and sustainable.

ANNEX TO PART A

REPORT OF ECA/OAU/ADB HIGH LEVEL EXPERT GROUP MEETING ON AFRICA'S DEVELOPMENT DURING THE 1980S:

6 - 8 DECEMBER 1990
LAGOS, NIGERIA

A DECENNIAL REVIEW OF THE LAGOS PLAN OF ACTION (LPA)

A. INTRODUCTION

1. On the occasion of the anniversary of ten years of the LPA, the three African regional organizations, ADB, ECA and OAU organized jointly a high-level expert group meeting from December 6 to 8, 1990 in order to conduct a critical decennial review and assessment of LPA and FAL, and to examine critically the opportunities and avenues open to the African region as a whole to adequately meet the challenges of the 1990s. The review and assessment were deemed particularly important in the light of the adverse economic situation facing Africa both at the domestic as well as external fronts. Further, the mega trends in the world economic and geo-political map, which is being redrawn and reshaped in the form of major regional blocs and groupings, necessitated a reflective assessment of the implementation of the LPA. This high-level group meeting was held in Lagos, Nigeria, the same city where the summit of the Heads of State and Government took place 10 years ago to adopt the LPA.

B. ATTENDANCE AND ORGANIZATION OF WORK

2. The meeting was attended by 88 experts in their individual capacity, representing various fields of development and expertise on Africa's social, cultural, political and economic issues. Some of the experts had attended the Monrovia Colloquium in 1979 which led to the LPA. Also in attendance were the honourable Federal Minister of Finance and Economic Development of Nigeria, H. E. Alhaji Abubakar Alhaji, on behalf of the Federal Republic of Nigeria; the Honourable Minister of Planning of Morocco H.E. Rachidi El Rhezouani; as well as senior government officials from Senegal, Libyan Arab Jamahiriya, Cameroon, Guinea and the Niger. Senior officials of the United Nations Organizations (UNDP, UNCTAD, ILO, World Bank, WHO, UNIDO) were present. There were representatives also of African non-governmental organizations such as African Economic Association, the Organization of African Trade Union Association, and Subregional groupings (ECOWAS, SADDC).

C. AGENDA

3. On 6 December 1990 the meeting adopted the following agenda:

1. Opening of the meeting.

2. Adoption of the agenda and organization of work.

3. General debate in plenary:

   (a) Development planning in Africa in the context of Monrovia Strategy and LPA;

   (b) Sectoral development, policies and strategies in Africa;

   (c) The revitalization of LPA in the 1990;

(d) Perspective of the Final Act of Lagos and the African Economic Community.

4. Consideration and adoption of the proceedings.

5. Closure of the meeting.

D. ACCOUNT OF PROCEEDINGS

Opening addresses

4. In his opening remarks and keynote address, the presiding Chairman, H.E. Alhaji Abubakar Alhaji, Federal Minister of Finance and Economic Development, welcomed the participants to Lagos and underscored the significance of the decennial review. He reminded the participants that the Lagos Plan of Action that was launched in Lagos in April 1980 against the background of the African crisis of the 1970s, and that all the available indications are that the economic performance of the African countries in the 1980s was far from satisfactory. The latter attributed to the adverse international economic environment as well as internal factors in the African countries themselves.

5. The pertinent external constraining factors included, among others, the continuous decline in commodity prices which affected the major primary products for Africa; increasing protectionism by the industrialized countries; adverse terms of trade; substantial reductions in resource and aid flows to Africa; and, heavy debt servicing obligations. Internally, there were such adverse factors like, devastating drought and desertification; the adoption of deficient planning and economic development policies; lack of financial resources; inadequate human resources development; high population pressures; widespread political instability and civil strife in many African countries; and, the utter neglect of African agriculture by many African countries.

6. The review of the LPA should, according to the Minister, take into account the changing environment of the today world economy; namely, the political changes in Eastern Europe and USSR the 1992 Single European Market and the gradual changes in the South African Apartheid System. Africa, therefore, has to rise to the occasion by mapping out and implementing growth-oriented development strategies and effective policy reforms for the transformation of their economies. A lot of work has already been done, through such medium-term programmes and declarations as APPER, UN-PAAERD, the Abuja Declaration and the Arusha Strategy, the AAF-SAP, which should serve as useful instruments and tools for implementing priorities, principles and goals of the LPA in the 1990s.

7. He then urged participants to review the main achievements and failures of the LPA, which focus on the progress of subregional and regional cooperation as well as the main indicators of the African crisis, respectively. He indicated that the need for reviewing the LPA derives from the unfolding mega trends around the world and the expectations of the African populace. He emphasized the high expectations of Africa from this august assembly to tell the African people what to do and the critical task ahead required to fully implement the LPA.

8. In his own keynote address, Professor Adebayo Adedeji, the Executive Secretary of the ECA, warmly welcomed the participants and expressed gratitude to the President, Government and People of Nigeria for agreeing to host this meeting. He recalled the origin of the LPA from the

Kinshasa meeting (Zaire) in 1977 on Africa's role in the New International Economic Order, to the 1979 OAU/ECA Colloquium in Monrovia on the state of Africa in the year 2000 and the ECA's Conference in the same year on the need for alternative development in Africa. The motives of the LPA thus centred on the urgent need to reverse the emerging crisis in Africa during the 1970s, the articulation of an alternative development strategy for Africa and the arrest of the emerging marginalization of Africa. These led to the formulation of what may be called "the LPA's trinity tenets of self-reliance, self-sufficiency and economic cooperation" with high hopes of a vision of African transformation by the 1990s. Caution was also given of the likelihood of the socio-economic instability and decline that might arise if the LPA was not implemented.

9. The five main factors that accounted for the failure of the LPA were: the shift of focus in individual African countries from long-term vision to short-run survival; foreign derailment and sabotage of the programme through the foistering of its anti-thesis on the region; pervasive strife and lack of democracy in our countries; the go-it-alone syndrome; and, the increasing hostility of the international economic environment. These imply four major challenges confronting Africa in the 1990s; namely, the deteriorating political environment with strife within and between countries; need for Africans to transcend and redefine their identity, future and values; imperative of mobilizing the self-confidence to implement its own programmes like the LPA and AAF-SAP rather than those foisted on it from outside; and, the termination of Africa's deteriorating status as the periphery of the periphery through involuntary delinking of Africa in the on-folding reorganization of world economy.

10. He concluded by raising the following questions for the meeting to consider: (a) whether it is necessary to revive planning and how; (b) how to revive the LPA; (c) the necessary modifications to the LPA in order to reflect the reality of the 1980s; (d) whether there is need to have regional rolling plans like APPER and UN-PAAERD; (e) the extent of external reliance for the execution of Africa's programmes; (f) whether Africa will be lukewarm in implementing AAF-SAP as it has been with the LPA in the past; and, (g) how popular participation in the African Charter for this will be implemented.

11. Ambassador Brownson N. Dede, Assistant Secretary-General of the Organization of African Unity (OAU) then presented the apology of the Organization's Secretary-General for not being able to attend the meeting in person and expressed gratitude to the Federal Government of Nigeria for hosting the Conference. He felt that the meeting should address itself to three main issues, namely: the efforts made individually and collectively by member States to implement the LPA; the major problems confronting our countries in the last decade; and, the impact of the new global challenges on Africa. Thus, by the end of the decade, almost all member States, except Egypt, had become a member of one subregional grouping or the other. Subsequently, the Draft Treaty of the African Economic Community (AEC) has been prepared for ratification in 1991, thus underscoring the fact that the spirit of the LPA and Final Act of Lagos was still very much alive.

12. Beyond these efforts, the deteriorating external economic environment, especially the collapse of commodity trade and the foreign debt crisis, natural disasters and such internal factors as excessive nationalism and domestic policy failures, have militated against the execution of the LPA. Thus, during the twenty-sixth session of the Assembly of Heads of State and Government in July 1990, the Secretary-General of the OAU presented a historic and major document that drew attention to the rapid development in regional economic blocs in the world, and the challenge it

posed for Africa. All these implied that the current review of the LPA should strengthen Africa's resolve for urgent and effective integration in Africa.

13. In his keynote address, the President of the African Development Bank (ADB), Mr. Babacar N'daye expressed deep gratitude to the Government of Nigeria for hosting this Conference, and to Professor Adebayo Adedeji as well as Mr. Edem Kodjo for their tremendous efforts in elaborating the LPA. He recalled the main objectives of the Plan; namely, self-reliance, self-sufficiency and sustainment as well as regional integration.

14. In his evaluation of the LPA, he highlighted both areas of success and failure. The former included the creation of integration institutions like subregional groupings for the expansion of trade that requires better financing, closer cooperation and joint investment ventures. The ADB has been supporting these efforts and will continue to do so, especially as current global trends compel Africa to press on rapidly with fuller cooperation. The failure of the LPA is linked, in part, to the crisis of 1980s, particularly the collapse of commodity trade and rising external indebtedness as well as the narrowness of SAPs that over-emphasize "getting prices right" to the neglect of the root causes of Africa's crisis.

15. These underscore critical lessons of experience and future requirements. The lessons include the pressing need for human resource development, increased investment through reforms and effective popular participation in the development process. The concerns for the future include the hostility of the international economic environment that embraces the external debt crisis and deteriorating foreign trade for Africa. All these indicate that the future prospects for Africa may not be better than those of the past. Hence the need for increased collective action by African countries that should stress collective bargaining by African countries with the international community, collective African action on external debt and increased African cooperation in the attraction of external resources, especially from private sources. Other related measures are export diversification and the urgency of broad transformation.

General debate

16. The Chairman drew the attention of the meeting to document ECA/OAU/ADB/4 entitled "Overview of LPA: Challenges and Prospects -a Background Paper" as well as the "Issues Paper", both of which he considered as useful guidelines and background material to the debate.

17. The discussion of the meeting focused on three important areas, namely:

(a) The extent to which the LPA and FAL were implemented, and how they have influenced socio-economic development in Africa;

(b) Whether the objectives, priorities, and strategies of the LPA and FAL were still valid and feasible in Africa, especially in the 1990s and beyond; and

(c) How to revitalize and modify the LPA as Africa's basic programme for long-term development and socio-economic transformation.

18. In the general debate that followed, views were expressed about the critical situation of the continent in the light of the implementation of the LPA as well as the proposals for its accelerated

future implementation. The meeting first underscored the importance of the LPA and FAL for Africa's development. It was emphasized that the LPA and Final Act of Lagos are based on four principles that are still valid. These are the fact that development is a long-run process, not a short-term issue; that only Africans themselves can develop Africa, and only through indigenous effort; the impossibility of successful development in Africa through balkanization and isolated national efforts; and the necessity for having faith in Africa and for Africans to have self-confidence. Progress on these four planes has been lacking (for instance, lack of endogenous national and regional projects and their integration) and revitalization demands new approaches.

19. Among the more specific approaches that may be adopted to revitalize the process of implementation of the LPA, the following are identified as more important: serious pursuit of true self-reliance involving realism and sound policies; good planning; willingness to take a realistic view of questions of sovereignty and serious efforts at economic cooperation through the establishment of a ministry of regional cooperation.

20. Despite the modest implementation of the LPA and FAL, the Plan constitutes, no doubt, an important milestone in Africa's research for economic independence and responsibility. However, right from its original conception, the LPA did not sufficiently take into account the international environment aspects. In fact the year following its adoption there have been several radical changes in the world, including the primacy of democratic and conservative ideas from which the Berg Report drew its inspiration for an on-slaught on the African intellectual wisdom contained in the LPA. Thus, the tendency in the LPA to see Africa in isolation from the rest of the world and its call for self-reliance while at the same time relying on external financing for 80 per cent of the Plan resources constitute, by themselves, the two contradictions in the formulation of the LPA. These issues give rise the need to link LPA with the struggle for a New International Economic Order.

21. The background document habours a contradiction in its recognition of the failure to implement the LPA and the claims that Africa has been making progress on cooperation. On this, it was stated that the basic obstacle to the implementation of LPA and FAL is from the African leaders, their failure to fulfil their commitment to African cooperation and their excessive reliance on foreign aid and the North. It was also mentioned that the LPA has been afflicted by poor leadership and failure to evolve national counterparts of LPA (i.e., short, medium and long-term plans for the implementation of the programme) at individual country level.

22. Since the plan is already in place the stewards (ECA, OAU, ADB) are there, and the passengers (people) are there, what is needed is the pilots (the leadership) who are strong enough to push the accelerator, to guide people in the right direction. Otherwise, all efforts will be futile. To deal with these issues, there is a need for a cultural adjustment for Africa based on popular participation with a well-defined social contract. Equally important is the need to correct the African human right records through, inter alia, the involvement of the Africans mass at grass-root levels, the youth and the women in particular; changes in the OAU charter; getting the international organizations such as IMF, World Bank, etc. to change their policy toward Africa; a more rationalized role for Africa's foreign development partners; getting new formulas for subregional institutions (ECOWAS, PTA, ECCAS, UMA) which have so far remained dead-lock, thereby hindering the implementation of LPA; giving transnational corporations and IGOs in Africa new directives for the implementation of the objectives of LPA; reducing defence spending; acceptance of pluralism and freedom of expression, and of trade-unions, universities, etc., as centers of critical

thinking declaring an end to monopoly of power and corruption that are mortgaging African countries; and, finally, getting involved with the outside world only on a basis that is consistent with the objectives of LPA.

23. While it was recognized that, in the majority of cases the fault was that of Africa's leadership, the meeting took cognizance of the fact that the leadership in question extended to the African intellectuals, who are equally to blame for the failure of the LPA. Therefore, there is need to have a new social order, involving the creation of a new African morality based on honesty, rigour, endogeneity, democracy, etc. and the initiation of a new social contract with people and in which the people will cease to be exploited. The African intellectual should embrace the pan-African spirit.

24. The LPA has also not been widely disseminated among the masses and universities which can promote changes in cultures toward finding Africa's own identity. To deal with these issues, there is need for a cultural adjustment for Africa to take account of all forces of change in the society, and for inclusion of the LPA into in the curricula of African institutions of learnings. (secondary schools and universities).

25. However, it was felt that the failure in the implementation of the LPA is rooted in the failure of African organizations, in particular OAU/ECA, to help put in place, at their headquarters as well as at the national levels, the necessary follow-up and monitoring mechanisms. It was mentioned that the ECA/OAU/ADB background documents were not detailed enough in presenting the progress in the implementation of the LPA, particularly at the sectoral levels. Detailed macro- and sectoral reviews and studies would have to be prepared for the entire period of ten years for any realistic evaluation of the LPA to be made. The meeting thus called for the creation of units of 4 persons or so in ECA or OAU secretariats, or a joint committee or task force to continually monitor the LPA.

26. On sectoral account, mention was made to lack of linkages and interaction among sectors. It was particularly noted that the coordination, harmonization, complementarity and integration of the various sectors should constitute the basis for revitalizing LPA. The LPA is a continental programme whose implementation will go on for more than 20 years while some of the sectoral priorities will even require more time to be fully implemented. Africa has invested a huge amount in the fields of agriculture and industry since 1960; but Africa continues to import food and industrial products. With the falling commodity prices and the rising import costs, it is currently costing Africa three times more than in 1980 to import food and manufactured goods. Therefore, sectoral strategies must be adopted to enhance the implementation of the LPA, of which the link of agricultural and the industrial sectors should constitute an important component.

27. The sectoral priorities, as established by the LPA, has not been given the due prominence they deserved. The main reason behind this is the absence of integrated sectoral plans to provide effective links between industry and agriculture. As a result, the food problem was not yet resolved and Africa is still dependent on outside markets to feed its growing population. If this dichotomy is not resolved, the food problem and food security will constitute a critical element in Africa's future development. To this end reference was made to the importance of land reform, of wage labour, increase recourse to income guarantees schemes instead of mere price stabilization and narrowing urban-rural gap. It was also emphasized that without mechanization of food production, agriculture cannot satisfy the ever-growing population of urban cities.

28. As regards the role of industry in LPA in particular the Industrial Development Decade for Africa (IDDA), it was mentioned that while some progress has already been achieved, not all of the objectives of the Decade are yet achieved. Increased rehabilitation efforts were cited as an example. The importance of sectoral plans with well-defined targets and actions as in the IDDA was also emphasized. Here, reference was also made to the necessity of an energy commission. The commercialization of energy in particular coal is seen as an important step towards the resolution of Africa's energy problem.

29. On the social scene, it was stated that while it is not possible to initiate change in the whole educational system in Africa in ten years time only, but still much remain to be done in the area of education in particular the need to acquire specific skills in order to ensure employability. Some advocate that African primary education should be compulsory. The importance of change of training systems was also stressed to move education from quantitative to qualitative aspects. Institutional reforms for development of science is an important area for building a cadre of trained scientists. Technology without science leads to a dead end. Therefore, without the development of the scientific and technological capability and human resources, self-reliance and self-sustainment of the LPA will remain but slogans.

30. One of the problems in the implementation of LPA arise not only from the lack of financial resources, but the way they are allocated to generate development. Recent statistics showed that 50-80 per cent of foreign capital flew from Africa to abroad. The missing financial section in the LPA should be consolidated through incorporating recent studies on Africa's financial analysis, the issue of external debt and debt servicing, interest rate and exchange rate studies, resource mobilization and allocation, etc.

31. The meeting argued that one of the basic issues that hindered the LPA is its failure to direct the efforts toward the reduction of poverty. It rather concentrated on the production which, with the falling commodity prices, could not improve much of the situation. The productive employment approach to development should be conducive to the generation of income to insure food self-sufficiency, health care and water supply. Public expenditures on infrastructure and adoption of appropriate technology should ensure income and increased productivity, education should be for specific purposes and complete by itself and not only to provide a base for future studies. In agriculture, land reforms, high labour employment, appropriate agricultural wage policy, credit to the farmers, should enhance production of food and raw materials. The industries should be rehabilitated and studies on interest and exchange rate policy should be made to encourage exports and discourage imports. Africa should move from capital intensive to labour intensive methods and the new important tool of development is to achieve high employment rather fight against inflation and to get an acceptable level between unemployment and prices (equity and equality).

32. If, at the macro-level, the implementation of the LPA was a failure, some progress has however been made at the micro-level, namely as far as women in development are concerned. The 1980-1985 witnessed the undertaking of many activities in Africa in favour of women. It was financing difficulties that the continued operationalization of such activities as spelt out in LPA since the second half of the 1980s. Therefore, there is need to revitalize LPA through increasing role of women in the development and to establish a link between the sectoral programmes and the basic programme of the LPA.

33. In the area of development planning and revitalization of LPA in the 1990s the meeting expressed concern at the vast number of African countries (about 33) who are currently implementing the orthodox structural adjustment programmes in contradiction with the basic principles of the LPA. It was noted that the phenomenon was partly attributable to lack of comprehension of the principles of LPA. In this regard, two points were stressed. First, there is need for undertaking of a study on how LPA can be included in the school syllabuses in order to promote culture as a vehicle for self-reliance. Second, as development and democracy go together, mass participation should be seen as the key and the foundation of community development.

34. In the area of economic cooperation and integration, the meeting noted the necessity of restructuring the African economic space into an African common market and economic community, and referred particularly to the significance and the importance of the signing of the treaty of the community by the Heads of state and Government in Abuja, Nigeria, in June 1991. The meeting also referred to the limited progress achieved by existing subregional organizations and the on-going conflicts and destabilization within the African region. The meeting underscored the importance of regularly undertaking studies on the bottlenecks, constraints, as well as the potential for co-operation in Africa and the resolution of the continents internal conflicts. In this regard, a proposal was made to establish ministries and departments responsible for regional co-operation to foster cooperation and harmonization of sectoral and national development plans at the subregional level. Above all, what is required is a total commitment to core values of integration and that sovereignty within a communal setting with defined values has more pragmatic and practical grounds to gain than in isolation.

E. CONCLUSIONS AND RECOMMENDATIONS

35. The meeting agreed that there have been activities at the national, subregional and regional levels which have been undertaken for the purpose of implementing the LPA. Nevertheless, the consensus was that not enough had been done for the satisfactory implementation of the Plan, and that much more remained to be done in future in order to achieve the main objectives and sectoral priorities of the LPA. A brief summary of the main recommendation and conclusions reached is given below.

1. Constraints on the full Implementation of LPA

36. The meeting identified certain key factors which have inhibited the full and effective implementation of the LPA. These include the following:

(a) Lack of stability as evidenced by internal strife in many of the African countries;

(b) Lack of effective political will, excessive pre-occupation with national sovereignty with little emphasis on collective regional sovereignty as a result of the illusion of the possibility of isolated national development;

(c) Excessive dependence on external financing for the implementation of the LPA;

(d) Lack of awareness and therefore involvement of the masses at the grassroots level (e.g. trade unions, women, youth, students) to enable them implement the LPA;

(e) Excessive foreign interference with the Plan, especially by the World Bank and the IMF through the Banks' Berg Report and their joint structural adjustment programmes (SAPs) whose country-by-country approach negates regional cooperation in the LPA;

(f) Lack of coordination among member States and between ministries within national governments on how to implement the Plan. This was in addition to failure to make the LPA a political document by popularizing it widely among all social groups in African countries, particularly in educational institutions, popular organizations and the grassroots;

(g) The weakness of mechanisms for monitoring the implementation of the Plan at the national and subregional levels sustained these problems; and

(h) There were also certain inhibiting natural and exogenous factors which affected the implementation of LPA. Among these were drought, desertification and debt crisis, collapse of commodity prices, deteriorating terms of trade, high interest rate, declining resource flows, which ravaged much of Africa from the early 1980s.

2. Validity of the Lagos Plan of Action

37. There was unanimous agreement among the participants that the Lagos Plan of Action is still as valid and perhaps even more so than it was at the time of its adoption a decade ago. It was praised as an excellent policy document which set timely priorities for Africa's development up to the year 2000. The achievement of the basic objectives, priorities and collective strategies of the LPA are critical to the rapid recovery and transformation of African economies in view of the regional economic blocs in the world. A major step towards the promotion of economic integration of Africa, as called for in the Final Act of Lagos is the preparation of the draft Treaty of the African Economic Community by the OAU Permanent Steering Committee to be presented to the next OAU Summit for signature.

3. Some modifications to the LPA

38. While commending its continued validity, the participants nevertheless pointed out the need for modifications of the Lagos Plan of Action in order to accommodate changes in the African and international environment as well as lessons of experience. The specific modifications mentioned included inter alia the following:

(a) Inclusion of the African cultural dimension in the Plan;

(b) Focus on human resources development, in particular education;

(c) Provision for mass participation in the implementation of the Plan;

(d) The need to keep a balance between population and the environment; Africa must move away from the current notion of environmental policy as a cleaning-up process;

(e) Planning of sectoral linkages and integration at the national and subregional levels; and

(f) The African Economic Association should be assigned an important role to enhance research and development of African economies.

4. Revitalizing the LPA

39. The following suggestions for the revitalization of the LPA were made in the meeting:

(a) There must be popular participation of the masses at all levels in the implementation of the LPA along the lines of the African Charter for Popular Participation in Development with better coordination among national ministries as part of the improved institutional framework for the implementation of LPA. The implementation of the LPA should go beyond government and involve non-governmental organizations as well as other social forces. Social and dynamic forces should be identified for making this effective;

(b) A need for a committed leadership at all levels that is stable enough and capable of solving the problems identified in the Lagos Plan of Action;

(c) The role of science and technology should be accorded priority; the African industrial base and the attainment of food self-sufficiency should be enhanced; and so should integrated sectoral planning;

(d) Provision of practical training in all fields of science and technology. The future economy is not just of knowledge but also of participation;

(e) There must be full and effective democratization of African societies. This is necessary for ensuring effective accountability and full mobilization of social energies for the implementation of the LPA. There must also be peace, security and political stability in African societies in order to promote development activities;

(f) Mechanisms for the implementation of LPA must be established at national, subregional, regional continental levels. These should include effective human resources development and utilization (provision of education, health, basic needs) the promotion of border trade and the implementation of protocols of cooperation, especially at the subregional level.

(g) Development of a course on the African economy and the incorporation of LPA into the curricula in Africa's institutions of learning;

(h) Creation of National Ministries responsible for Regional cooperation and integration;

(i) As Africa does not have the internal capability and institutions to venture into the full-privatization, the state should still play a complementary role;

(j) The establishment, without delay, of the African Energy Commission; for the efficient utilization and use of energy;

(k) The OAU, ECA and ADB should prepare a comprehensive evaluation of the implementation of the LPA in all its sectoral aspects. An evaluation report should be ready in 1992 for presentation through ECA to the OAU Summit;

(i) The OAU Structure should be reviewed to render it more amenable to the implementation of LPA;

(m) In view of recent developments in world trade agreements, there is need to review the Chapter on Trade and Finance in the LPA; and

(n) There is need to have a common stance and strategy on issues of Africa's development and socio-economic transformation.

40. Finally, the high-level experts, in their individual and collective capacities, decided to urge the African countries to commit themselves to pursuing the following course of action:

(a) Widespread diffusion of the LPA and AAF-SAP in their respective countries in languages that can be clearly and easily understood by the masses;

(b) Holding national conferences on the LPA and AAF-SAP, beginning in 1991, in addition to holding lectures, workshops and seminars;

(c) Mobilization of human and financial resources in support of development-oriented NGO activities;

(d) Take action to facilitate the significant financing of regional projects by the ADB;

(e) Encouragement of the emergence of national consensus on the LPA and AAF-SAP among political parties, students, workers, farmers, women's and religious organizations;

(f) Promotion of the holding of twinning conferences for sellers and buyers of subregional and regional significance;

(g) Provide assistance to facilitate border-trading and other forms of intra-African trade that go unrecorded officially;

(h) Support of the formation of subregional political parties, parliaments, producers and professional organizations;

(i) Mobilization of scientific resources for providing assistance for the collective approach to bargaining on issues/problems of major concern to Africa, such as the external debt and concession agreements with multinational corporations; and

(j) Support of the formation and strengthening of independent human rights and development monitoring organizations.

41. The meeting adopted the proceedings.

42. Then the chairman declared the meeting closed.